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CULVER CITY CIRCULATION

THE CIRCULATION ELEMENT OF THE GENERAL PLAN

SEPTEMBER 1975

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REVISED SEPTEMBER 29, 1975

CIRCULATION ELEMENT OF THE

GENERAL PLAN OF THE

CITY OF CULVER CITY

Adopted by Planning Commission Resolution No. 1277
on October 8, 1975, and by City Council Resolution
No. CS-7277 on November 24, 1975.



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CIRCULATION ELEMENT

INTRODUCTION

The Circulation Element of the General Plan is the basic guide for planning additional and improved public vehicular accessways. In the future, the Circulation Element will be amended to include transit routes, bikeways, and other transportation routes. Since the accessways indicated on the Proposed Circulation Plan are coordinated in terms of design with the projected land use patterns of the General Plan, adherence to the Circulation Element in terms of future capital improvement expenditures will serve as a positive step toward coordinated future city development.

COORDINATION

The basic document of the Circulation Element is the proposed Circulation Plan, which has been coordinated* with the County

*Stocker Street's proposed westerly extension from La Cienega Blvd. to Overland Avenue, and the Slauson Avenue-McLaughlin Avenue arterial-collector classification from Jefferson Blvd. west and northwest through Culver City and the City of Los Angeles as proposed on the County Master Plan of Highways are two specific instances in which differences in regional and local goals and needs have yet to be resolved to produce conforming Circulation Plans.

Master Plan of Highways, and which represents the streets for which state gas tax monies may be utilized. All jurisdictions within the County of Los Angeles coordinate their respective circulation plans through the Master Plan of Highways to insure a continuous street system. Coordination here refers to right-of-way width and alignment. More definitive design in terms of landscaping, street lighting, etc. is reserved for the local jurisdictions involved in each case, unless the street has been designated a state highway. In the case of state highways and freeways, details for design standards are regulated by the Department of Transportation of the State of California.

TYPES OF STREETS:

The general characteristics of the various types of streets covered within the Circulation Element are discussed below. Specific design characteristics and right-of-way widths for various portions of certain streets shown on the Circulation Plan may be ascertained from proposed street widening plans or detailed street design/construction plans on file with the Culver City Engineering Division. In the absence of any such plans, the existing right-of-way width of any street or the minimum proposed right-of-way width for that particular type of street as set forth hereinbelow, whichever is greater, should govern.

Two basic types of vehicular accessways exist within the City -

local streets and non-local streets. The Circulation Element is concerned primarily with non-local streets, both existing and proposed. Studies of specific local and non-local street problems may, depending upon demand, supplement the Circulation Element through specific plans. Four such studies are included herein due to the direct relationship between those studies and the Land Use Element. Additionally, City proposals involving the San Diego and Marina Freeways are separately attached as exhibits to the Circulation Element.

LOCAL STREETS:

Characteristically, local streets are the means by which vehicles from private parking and driveway areas move to larger, non-local streets. Generally, local streets do not exceed sixty (60) feet in right-of-way width, and usually they are found in residential neighborhoods.

In the absence of adopted minimum right-of-way width standards, the creation of certain private local streets in some of Culver City's more recent residential developments has resulted in certain ongoing inconveniences and problems to both the residents of those developments and certain City departments such as Fire, Police and Sanitation which service these developments. In order to preclude similar problem situations from occurring with future developments in Culver City, the adoption of minimum right-of-way standards for future local streets, public or private, is essential. Precise

overall right-of-way widths necessary for future public or private local streets depend primarily on three factors, namely: parkways, parking lanes and travel lanes.

PARKWAYS: It has long been an unwritten standard in Culver City that ten (10) foot minimum width parkways are necessary to accommodate five (5) foot wide pedestrian sidewalks adjacent to property lines, four and one-half (4-1/2) foot wide landscaped parkways within which "street furniture" is typically located, and six (6) inch wide curbs. Modern design standards and criteria, however, suggest that designing future local streets with 12 foot minimum width parkways would be preferable.

PARKING LANES: The standard width for a parking lane is eight (8) feet. Generally, public local streets in Culver City are provided with parking lanes on both sides of the street. Private local streets in Culver City, however, typically have either no curbside parking or limited curbside parking on only one side of the street. As a general policy, parking lanes on both sides of all future local streets, public or private, should be provided. Departure from this policy should receive serious consideration only in cases where proposed abutting private developments contain off-street parking facilities at least equal to zoning ordinance parking requirements for that development plus additional parking in an amount equivalent to or in excess of what otherwise would have been provided as curbside parking on both sides of all streets within that

development.

TRAVEL LANES: Local streets should have a minimum of two, eleven (11) foot wide travel lanes, one in each direction.

Other factors affecting a local street system include private driveways and alleys. In order that the entire system function effectively, minimum paved width standards for future private on-site driveways and public alleys should be adopted.

PRIVATE DRIVEWAYS: Driveways on private property serving as the only means of ingress-egress for less than twenty (20) vehicles generally seem to function satisfactorily as one way vehicular accessways at a ten (10) foot minimum paved width. Driveways serving twenty (20) or more vehicles should be two way driveways with a minimum paved width of eighteen (18) feet for residential developments and twenty-five (25) feet for commercial or industrial developments. Notwithstanding the above, all on-site driveways required to serve as emergency accessways for Fire Department vehicles within a development shall have a minimum fifteen (15) foot paved width clear to the sky, expanded to a twenty-five (25) foot paved passing area in the vicinity of required on-site fire hydrants, and shall be no more than 150 feet from any portion of any building. Additionally, curves in such emergency accessways shall be designed with minimum forty (40) foot inside, fifty (50) foot outside non-concentric turning radii. All driveway approaches

within the public right-of-way should have a width "in the flat" at least equal to said driveway's on-site minimum width as specified above.

ALLEYS: Although alleys are public rights-of-way, generally, in terms of traffic circulation, they serve the same purpose as two way private driveways - i.e., they provide a means of moving vehicles from private parking areas to local streets, and vice versa. Therefore, future alleys should have the same minimum paved widths as specified above for two way private driveways.

NON-LOCAL STREETS:

Non-local streets, which generally exceed sixty (60) feet in right-of-way width, carry the majority of the City traffic volume from local streets to destination points. These non-local streets are designated on the Plan by one of four names: collector, primary collector/secondary arterial, arterial, or freeway.

COLLECTOR STREETS: Carrying the least volume of traffic of non-local streets, collector streets generally have right-of-way widths of from sixty (60) through seventy-nine (79) feet. The Plan indicates both existing and proposed collectors which typically are located within residential areas to provide a means for the movement of non-commercial, intra-city traffic to larger streets.

PRIMARY COLLECTOR/SECONDARY ARTERIAL: These streets, generally having eighty (80) through ninety-four (94) foot right-of-way widths and serving primarily as links between collectors and arterials, carry both residential and commercial intra-and intercity traffic. Existing and proposed primary collectors/secondary arterials both inside and outside Culver City's corporate limits, are shown on the Circulation Plan. Typically they share some of the characteristics of both collector and arterial streets such as private driveway accessibility and relatively large traffic volumes, respectively.

ARTERIAL STREETS: Serving as major cross-town thoroughfares, arterial streets generally have right-of-way widths of ninety-five (95) feet or more. Existing and proposed arterials, as well as interconnections outside jurisdictional boundaries, are shown on the Plan. Characterized by heavy and fast-moving traffic, arterials function most efficiently when not disrupted by a multitude of directly-exiting private driveways. Arterial streets on which private driveways are prohibited are called controlled access streets.

FREEWAYS: Presently two freeways, the San Diego (Route 405) and the Marina-Slauson (Route 90), traverse Culver City, and the Santa Monica Freeway (Route 10) abuts the northeasterly corner of the City. The proposed Route 90 freeway's easterly extension through the Fox Hills area of Culver City and beyond into Los Angeles County is shown on the Plan for purposes of conforming to the California State Department of

Transportation's adopted freeways plan. In the event the State Legislature ever deletes said proposed easterly extension (a possibility of seemingly growing support from many factions which is presently under consideration by the State Legislature), it should likewise be deleted from Culver City's Proposed Circulation Plan. Additionally should this occur, the freeway's present easterly Slauson Avenue terminus should be redesigned, and Buckingham Parkway as realigned because of the freeway's proposed easterly extension should be reverted to its former route, both of which are proposed in the interest of better, more convenient, and potentially safer traffic flow patterns. Culver City's proposal for redesign of the freeway terminus at Slauson Avenue is depicted on Exhibit "A" to this element.

Changes to certain on-and off-ramps for the San Diego Freeway in and adjacent to Culver City southeast of Jefferson Blvd. as proposed by the California State Department of Transportation in connection with the construction of the San Diego-Marina Freeway interchange, have not been fully completed by the state for a variety of reasons. Fortunately this fact in conjunction with changing patterns of land use development in Fox Hills and the circulation patterns resulting therefrom feasibly enable Culver City to coordinate with the State to revise on-and off-ramp designs and locations in the area to better suit present, developing and anticipated future local needs. Preliminary, ongoing discussions with the State in this regard already seem to be resulting in positive responses.

In order to better substantiate and support the local position on this matter, Culver City's proposal for redesign of the on-and off-ramps for the San Diego Freeway in Fox Hills is adopted as part of this Circulation Element of the General Plan as shown on Exhibit "B" to this Element. Exhibit "B" also shows deletion of the Southern Pacific Railroad line southeasterly of the Centinela Avenue-Sepulveda Blvd. intersection as proposed by the Southern Pacific Transportation Company.

RIGHT-OF-WAY DESIGN

Traditionally, the safety of persons using the streets has been the only consideration in terms of design criteria. However, with the recent increase in the desire for a more livable environment, safety has become the primary, instead of the only concern. The matter of safety involves detailed traffic engineering which continues to improve and advance notwithstanding circulation elements. However, the matter of environmental design of rights-of-way depends heavily on guidelines such as those contained in circulation elements and scenic highway elements, the latter of which have recently been required in local general plans by State law.

BETWEEN THE CURBS: Traditionally, the entire width of the street between the curbs has been solidly paved with asphaltic or cement concrete. With the increase in curb-to-curb widths, especially on arterial streets, and the increase in traffic volume and speed, traffic engineers have

developed the concept of a median to segregate opposing traffic flows. Primitive medians consisted (and some continue to consist today) of painted sets of lines, ranging in overall width from ten (10) to sixteen (16) feet, shaped to contain left turn pockets where desirable, and possibly traffic signs, signals, and other markings supplementing curbside controls. The increased need for additional safety has provided the stimulus for the raised concrete median, replacing the painted lines with elevated pavement, except of course for the left-turn pockets.

More recently, the idea of installing landscaping within the raised concrete medians has taken hold. This process of landscaping the medians provides several major advantages to the motoring public and, therefore, to the City:

1. Landscaping results in a more definitive separation between traffic directions.
2. Landscaping reduces the negative visual effect of excess paving of the surface.
3. Landscaping provides a more pleasing view for the motoring public.
4. Landscaping becomes the forerunner of more efficient utilization of previously wasted valuable space where scarcity of land is a major problem.

Along with a continuing program of landscaping of medians in new streets and in existing streets where feasible, in many

instances street furniture (lights, signals, etc.) can be added to these landscaped medians thereby rendering more free and available rights-of-way beyond the curb for pedestrians.

BEYOND THE CURB: The area beyond the curb, called the parkway, actually consists of a parkway (adjacent to the curb) and a sidewalk (adjacent to the property line). Through relocation of many items of street furniture from the parkway to the landscaped median as proposed above, clutter within the parkway can be reduced considerably. Items of street furniture which must remain within the parkway include fire hydrants (which must be as close as practical to developed land to provide a maximum degree of protection), bus benches (which must be located within a reasonable proximity of the passenger door of the bus), traffic signs and signals (which for safety reasons must be so located as to be visible from all lanes of moving traffic), street name signs (which must be located at appropriate intersection corners to provide effective identification to the motoring public), utility poles (which are located in this area out of tradition and habit), and certain portable devices such as publicly owned pedestrian

refuse receptacles and privately owned newspaper vending machines.

ABOVE THE SURFACE: Utility poles, which are located on the surface beyond the curb, carry telephone and electric lines above the surface of the rights-of-way. As new streets are designed and installed through subdivision of land, all utility lines are required to be located below the surface of the right-of-way, thus eliminating the poles. However, considering that of the gross area of the City, 28 percent of the surface is already devoted to public rights-of-way, means must be found to accomplish the undergrounding of existing utility lines (and resultant removal of poles). In accordance with recent State regulations requiring the various utility companies involved in poles and lines to set aside monies for participation in the undergrounding of their existing lines, the City has formed an underground utilities technical advisory board which recommends to the City Council the most appropriate areas for utilization of funds to achieve undergrounding of lines, on a priority basis. This procedure culminates in an underground district, the first three of which have been completed in Culver City and the fourth of which has been authorized by the Board. Continued advancement in this area will result in one of the most

significant and vital visual improvements within the City. Several other actions have been taken by the City relative to undergrounding. In addition to the subdivision regulations, the City requires all utility services to any new construction to be undergrounded from the pole to the building. Additionally, the City has adopted regulations prohibiting the erection of any new transmission lines (or poles to support such lines) within 125 feet of any residential zone.

BELOW THE SURFACE: The placid appearance of the surface of the right-of-way hides from the casual observer the maze of pipes and wires hidden below. Utility lines included in an underground district are relocated within conduits below the surface. Sanitary sewer, storm drain, water, and gas lines (all of which are more commonly called pipes) presently exist below the surface. Additionally, future cable television and emergency communication lines, both local and regional, should also be included in the list of items below the surface.

SPECIFIC STREET DESIGNS:

ELENDA STREET - GIRARD AVENUE: The intersection of Washington Boulevard with Elenda Street and Girard Avenue at the present time is off-set to the point that a complex traffic signal is required. La Ballona School abuts the northwest corner of the intersection. This facility, combined with the light manufacturing plants along the southerly side of Washington Boulevard result

in considerable pedestrian traffic through this intersection. In order to improve the safe flow of both vehicular and pedestrian traffic through this area, the Circulation Element proposes that these two streets be placed on the map in primary collector/secondary arterial status, and that the intersection be realigned.

BRISTOL PARKWAY EXTENSION: Within the Fox Hills area, Bristol Parkway now exists between Centinela Avenue and Green Valley Circle. The size of the area and population concentration at the present time, plus the additional traffic expected to be generated with the development of the vacant seventy (70) acre "core area" of Fox Hills, suggest that an additional street is needed to connect Green Valley Circle to Slauson Avenue. The extension of Bristol Parkway from Green Valley Circle north and northeast to intersect with Slauson Avenue at the entry to Holy Cross Cemetery is therefore proposed.

DUQUESNE AVENUE AND FRESHMAN DRIVE: Duquesne Avenue presently terminates at Jefferson Boulevard. Los Angeles County and Culver City are in the process of negotiating for the acquisition of Ron Smith Field, a youth sports area which is located in the Baldwin Hills due east of said Duquesne Avenue termination. Access to this site at the present time is via a private road easement. Extension of Duquesne Avenue to the field will improve the access and permit a second means of access to West Los Angeles College. For this reason, the Circulation Element shows the

extension of Duquesne Avenue and the resulting connection with the northerly proposed extension of Freshman Drive. Finally, the possibility exists for an extension of Duquesne Avenue through to La Cienega Boulevard as a means by which the proposed Regional Park in the Baldwin Hills can become directly accessible from Culver City. If this extension is implemented, a connection between the extended street and the developed Blair Hills residential neighborhood should not be made unless requested by that neighborhood. (The Blair Hills area is a secluded single family neighborhood without through-traffic, and a connection between the local streets in Blair Hills and a through street could, therefore, affect the character of the neighborhood.) The proposed Duquesne Avenue Extension from Jefferson Boulevard to La Cienega Boulevard is one of four scenic routes proposed for special improvement design criteria within the Scenic Highways Element of the General Plan.

DOWNTOWN STREET PLAN: The present circulation system in the Downtown area falls far short of being efficient. Lack of adequate accessibility to the Downtown area from the Santa Monica Freeway and heavily populated communities to the north is considered to be a significant contributor to the continuing deterioration of the Downtown area. Conversely, Downtown commercial traffic's direct accessibility into and through the Lucerne-Higuera low density residential neighborhood to the southeast via local streets (Lafayette, Irving, and

Van Buren Places) is considered to be a substantially negative factor in terms of the long range preservation and protection of that residential neighborhood. For these reasons, respectively, in 1974, the City adopted into its Circulation Element the proposed Culver Boulevard-Robertson Boulevard connector and the proposed Lindblade Street southwesterly extension from Ince Boulevard to Duquesne Avenue. In the future, other changes to the circulation patterns in the Downtown area may be recommended for adoption into the Circulation Element based on more specific studies and plans undertaken and developed in connection with Culver City's proposed third redevelopment project, the Culver-Washington Redevelopment Project Area.

FUNDING:

GASOLINE TAX REVENUES: Two "Gas Tax" funds exist from which the State of California, through the Department of Finance, rebates to a city a proportionate share of the gasoline taxes collected. Numbered 2106 and 2107, these funds distribute gasoline tax revenues on a proportionate population basis. In other words, the growth rate of a city, proportioned to the growth rate of all other cities in the State, determines whether or not the amount of gas tax revenue rebated to that city is increased or decreased for a given funding period. Growth for purposes of gas tax refers to population increase. Monies given a city

from these funds may be used by that city for a wide variety of street improvement projects. Monies from 2106 may be used on any city street for any street purpose. However, 2107 monies must be used only on "Select System Streets." ("Select System" is a technical term used by the State to describe a system of streets referred to in this document as "non-local" streets.) At the present time, monies received from 2106 or 2107 funds cannot be used for the construction, operation, or maintenance of bikeways. These two funds provide the most secure allocation of monies for implementation of the Circulation Element, and thus administration of the fund within the City and designation of priorities for utilization of fund monies is of primary importance.

COUNTY-SPONSORED FUNDS: The County receives gas tax monies in a ratio proportionate to the total County population. From their allocation by the State, two County-administered funding programs have been established: County aid to cities and to the construction of highways through cities. Participation by the County (using monies from one of these two accounts) in the City's implementation of the Circulation Element is limited to those projects of "County-wide" benefit or which involve "County highways." Less reliable than direct gas tax allocations, these funds and their utilization in Culver City become increasingly important in major street projects where extensive right-of-way acquisition is necessary. Utilization of monies from these funds requires,

among other items, County approval of City plans or utilization of County plans for design aspects.

CITY FUNDS: Aside from the General Fund of the City, which is designed as a maintenance and operations account instead of a capital expenditure account into which property and sales tax revenues are deposited, the City collects revenue from parking meter and traffic violations. Revenues from these violations are placed in a special fund, designed to be used for improvements which will benefit the motoring public.

Monies from various sources discussed above are used for the physical improvement of the rights-of-way. However the major problem in implementation of full-width rights-of-way usually is one of acquisition of the necessary land by the City.

IMPLEMENTATION

To have any meaning in terms of the future of the City, the proposals set forth in the Circulation Element must be translated into reality. This process of translating words and diagrams into fact is contained in the implementation section. The different objectives of the community highlighted in the Element will require different methods of implementation. The choices which can be used are discussed below.

LAND DEVELOPMENT REGULATIONS: Land development regulations consist of the laws governing the use and subdivision of land. Local subdivision regulations and various zoning ordinance requirements applicable to certain uses and/or developments of certain sizes have assisted in partial implementation of the Circulation Element over the years. Unfortunately, none of these regulations even collectively have applicability to most developments, and particularly to smaller developments, in this community. As a result, substantial implementation of the Circulation Element on a Citywide basis has not been achievable based on the lack of necessary legislative tools. One of the ways in which substantial implementation of the Circulation Element on a Citywide basis could be achieved would be through adoption of certain Municipal Code changes which would allow the City to require needed street-widening right-of-way dedications on a more uniform basis.

Additionally on the subject of land development regulations, other appropriate Municipal Code changes are encouraged to provide the legislative means of requiring minimum paved widths and overall right-of-way widths for future private driveways and alleys, and for future private local streets, respectively, as recommended under the discussion of "local streets" earlier within this Circulation Element.

ACQUISITION THROUGH CONDEMNATION: Acquisition through condemnation is an avenue open to any municipality. Aside from the amount of money necessary to proceed along these lines, the time involved in such procedure results in excessive delays in the implementation process.

SPECIFIC PLANS: State Law permits cities, after adoption of the General Plan, to prepare supplemental specific plans for sub-areas (or planning districts) within the City. These specific plans can be approved and adopted in the same manner as the General Plan and thereafter used by the City as a development control on zone changes. Throughout the foregoing sections of the Circulation Element, this method of implementation has been recommended in certain areas which require more detailed information prior to the adoption of any solution to the problems.

FISCAL EXPENDITURES: The expenditures of monies by the City on public works or recreation projects can serve as a catalyst to a slowly developing or redeveloping area. Expenditures can be timed to coincide with major private developments in an area, resulting in an improvement of public facilities complimentary to the private development and thus enhancing the entire area. Care must be exercised in these expenditures in order that the proposed improvements and the proposed future use of the area correlate with each other.

REDEVELOPMENT AGENCY: Use of a Redevelopment Agency as an implementation tool (per State Health and Safety Code) can offer a more direct, and sometimes more drastic, method of causing desired change to occur. However, it should be remembered that redevelopment is not a miracle solution, and that it does require a great deal of time, energy, use of special talent, and the expenditure of funds. Nevertheless, Culver City has a Redevelopment Agency and, therefore, has this tool available.

JOINT POWERS: Many aspects of the Circulation Element involve government jurisdictions other than the City of Culver City. In order to accomplish the translation of these policies into reality, inter-government cooperation must begin at the staff level and continue through the hierarchy of each of the governments involved.

VARIABLES

THE SITUATION: Different situations require different means to accomplish the proposals set forth in this Element. Redevelopment may be the appropriate method for an area which is blighted. Capital Improvement programming may be the appropriate method for an area where the public facilities do not meet the needs.

MONEY: Different methods of implementation require

different amounts of money to be expended by the City. Since some of the methods, such as capital improvement, involve large sums of money, the availability of funds plays a major role in the choice of method.

TIMING: The success of different methods depends to a large degree on timing. Timing is two-fold: when the method is used and how the method is used. Both aspects of timing (period of time and sequence of action) must be considered as each action to implement the Element is considered.

PRIORITIES

The priorities in terms of implementing the various aspects of the Element are policy questions which are best left to the City Council for decision. However, in order for directed action to occur, one matter of highest priority must be the approval and adoption of the Circulation Element by the Planning Commission and the City Council, and thereafter annual consideration of revisions to said Element to keep it current with the dynamic needs and goals of the community.

To be most effective, priorities of implementation must be coordinated with the pace of various developments within the City. Detailed priorities sometimes depend upon circumstances beyond the control of the City. However, scheduling to

coincide with development pace is primarily dependent upon a coordinated effort of the various City departments involved.

Finally, in order for the Circulation Element to work, the people of Culver City must have initial and continued confidence in it. It is sincerely hoped that public confidence in the Element has been achieved through the public hearing procedures under which it was initially adopted, subsequently revised, and under which procedures it will continue to be revised in future years.

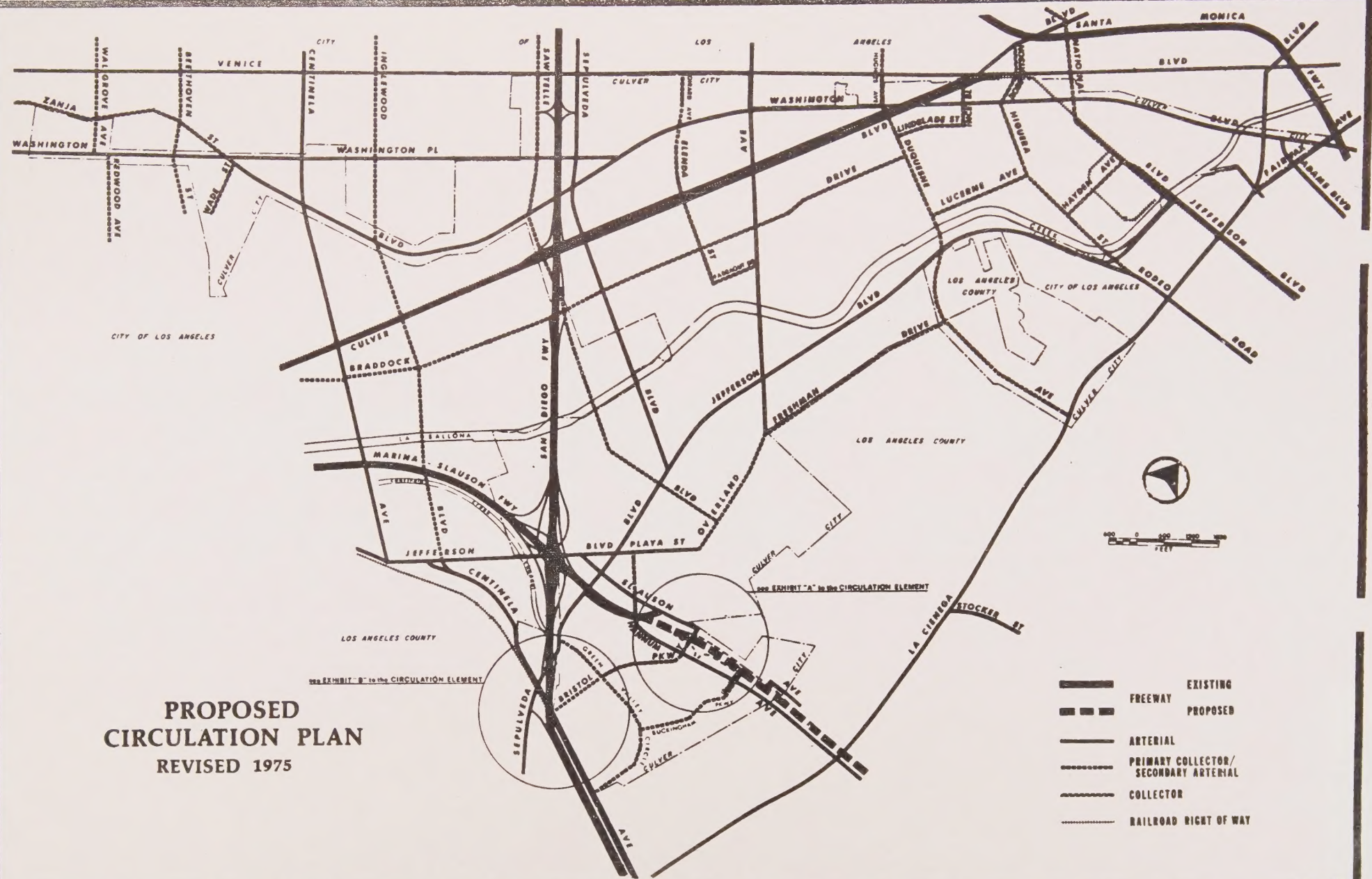


EXHIBIT "A" TO THE CIRCULATION ELEMENT



EXHIBIT "B" TO THE CIRCULATION ELEMENT

PROPOSED CIRCULATION PLAN REVISED 1975



- | | |
|--|--|
| | EXISTING |
| | PROPOSED |
| | ARTERIAL |
| | PRIMARY COLLECTOR/
SECONDARY ARTERIAL |
| | COLLECTOR |
| | RAILROAD RIGHT OF WAY |

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